

AUG 22 2003

UNIVERSITY OF CALIFORNIA

SAN ANSELMO GENERAL PLAN**LAND USE ELEMENT**

[1996]

A. INTRODUCTION

The land use section is the broadest in scope and most comprehensive element of the General Plan. The objectives and policies contained herein were the last to be formulated, and reflect the general policy direction contained in all the other sections of the plan. As a result the Land Use Element by design brings the array of thought and direction contained throughout the plan together to create a consistent and harmonious statement.

The intent of the land use section is to match the plan's policies related to natural resource, environmental constraint, recreation, open space, and community design policies with the urban land needs derived from the population, housing, circulation, and economic objectives of the plan.

The Land Use Element defines and shows graphically the general spatial distribution of all uses of land within the Town of San Anselmo. Furthermore, the land use section stipulates the density and intensity of development for all the land area covered by the plan.

B. EXISTING LAND USE

The Town of San Anselmo is situated in a series of small valleys created by streams which are bordered by moderate to steep hillside slopes and ridge tops. The vegetation in the area is a mixture of grass and woodland. Due to their orientation, the north-facing slopes are more heavily wooded than the south-facing slopes. The sunnier south-facing slopes do, however, have stands and pockets of woodland. The stream courses along the valley floor are bordered by residential and commercial structures and remnants of riparian woodland.

San Anselmo is an established residential community which is near buildout in terms of its maximum residential development. New housing construction can be expected to be limited to infill on existing vacant single-family lots. Many of these undeveloped lots are small and located on steep sites. However, there are some larger parcels of land situated on the higher, and more visible, slopes and

ridge tops in the area which are designated for residential development in the current general plan.

There are an estimated 1,720 acres of land within the corporate limits of the Town of San Anselmo. The Available Lands Survey which was conducted in 1984 as a part of the Housing Element update found that there was approximately 288 acres of land available for potential development. While the undeveloped land represents 17 percent of the total acreage in the Town, this undeveloped land is most often found in remote and hillside areas of the Town which are difficult to develop. Accordingly, while the Town can be described as being more than 80 percent built out from an acreage standpoint, it is 95 percent built out from a housing standpoint.

The Available Lands Survey also did not consider the development potential of surplus public lands and buildings. Red Hill School is an example of a site which has been deemed surplus by the School District, and alternative land uses may be of consideration to the agency in ownership.

1. Residential Character

San Anselmo can be characterized as a small residential community of primarily older neighborhoods and subdivisions that were established prior to 1945. Since 1945, residential development has been comprised of single-family home construction within established neighborhoods, and smaller new residential subdivisions. San Anselmo has not experienced the post-World-War-II construction of large tracts of single-family detached homes. Although San Anselmo is still a predominantly single-family home community, there was a shift in the last decade to the construction of more multi-family structures. The increase in the number of multi-family units was a result of the construction of new multi-family structures on some vacant lots, the conversion of large single-family homes to multi-unit structures, and the demolition of older single-family homes to construct multi-family units. As of 1983 the ratio of single-family units to multi-family units townwide was 77% to 23%.

Additionally, San Anselmo has experienced a large increase in the number of second units which have been added to existing single-family homes in established single-family neighborhoods. The Town has adopted a second unit ordinance designed to regulate the number of second units in any given neighborhood in the community. However, there is no current accounting of the number of second units

which have been constructed without benefit of the entitlements required by the Town's zoning code. Second units do comprise a significant use of residential land in the community, and are addressed by policy in the General Plan.

2. Commercial and Industrial Character

San Anselmo does not have a strong commercial or industrial base which would classify the community as a major employment area in Marin County. Most of the jobs available in San Anselmo are in the retail and residential services sector of the economy. There is no detailed commercial land use study available in the Town, but the employment data available from the 1980 census and the Association of Bay Area Governments pretty much describes commercial land use in the community. The Town's commercial enterprises are normally classified as "residential support" commercial by planners. These types of uses include food and drug stores; restaurants; automobile service shops and stations; personal service stores including barber shops, beauty shops, and dry cleaners; and retail outlets which depend on local residents as their primary clientele.

The antique and other furniture stores are an example of local retail outlets which are more of a "base industry" drawing dollars from outside the community into the town, and are not dependent on local residents as their primary clientele.

The total square footage associated with the "residential support commercial" activity is totally dependent on the population of the residential community to be served. In other words, the smaller the local population, the less land which needs to be set aside for local residential support commercial uses.

Base commercial industries are not dependent on the size of the local population for their success, but are more affected by competition outside the community, and the ability of similar use to conglomerate in the community in which they are located. The amount of traffic through an area and the functionality of the roadway network are prime factors in the location of base retail commercial activities.

Industrial and manufacturing uses are almost nonexistent in San Anselmo, and the community does not offer the types or size of land parcels which would attract these types of industry in the future.

The Town does offer some potential for small business and professional offices. These offices would be occupied by professionals serving the community or local professionals who desire office space close to home.

C. LAND USE GOALS

The primary land use goal for San Anselmo is the conservation of the small town character of the community and its close relationships with the natural beauty of its setting. The desire to retain and enhance these qualities was voiced over and over in the workshops and community meetings on the 1976 General Plan as well as at the meeting on the 1987-88 General Plan review.

The objectives and policies set forth in Section D were formulated to achieve the following goals:

1. The small town character, scale, and pace of life in San Anselmo shall be preserved, as shall the Town's close connection with the natural beauty of its setting.
2. Maintain the economic viability of the Town's commercial core.
3. New developments shall be integrated harmoniously into San Anselmo's existing neighborhoods and commercial areas.
4. New developments in the Town's open hillside and ridge areas will be regulated to protect the natural beauty of these areas.
5. Accommodate the housing needs of a socially and economically diverse population.

The Land Use Map was developed on the following four principles:

1. Current land use in San Anselmo is to be the basis for determining the distribution of future land use in the community.
2. In situations where current zoning of a parcel or parcels of land is inconsistent with the existing land use of the greater surrounding area, and development has already occurred, said existing development will be grandfathered into the predominant land use planned for the area.
3. The current mixture of residential densities immediately west of the Town's downtown area is to be maintained.
4. All lands located above the 150 foot mean sea level elevation warrant special protection because of their high visibility potential, natural resource setting, and physical development constraints. Therefore, these lands are to be placed in a special conservation zone. (See pages 16 and 17.)

D. ISSUES, OBJECTIVES, AND POLICIES

The following is a listing of major community conservation and development issues facing San Anselmo, and the Town's objectives and policies related to these issues. The issues have not been prioritized in this plan. However, the issues will be prioritized when the Town Council adopts its planning work program and budget during the upcoming and each subsequent fiscal year.

ISSUE: Growth Management

Objective 1:

To manage future growth to ensure the orderly development of the community, the logical extension of urban services, preservation of the area's natural and cultural resources, and protection of the area's environmental setting.

Policies:

- 1.1 Future growth through the year 2000 will be limited to the Town's present adopted urban service limit line. (See Map 2.)
- 1.2 Future growth will be managed based on the ability to provide needed public services, the constraints associated with development of the site, the costs and revenues associated with new development, and the effects of growth on local traffic conditions.
- 1.3 Ensure that new growth does not create intolerable traffic conditions.

ISSUE: Preservation of Community Character and Image

Objective 2:

To preserve and enhance the unique natural and urban characteristics of the community while accommodating suitable new growth.

Policies:

- 2.1 All land use decisions within the Town and the planning area will take into consideration the protection and preservation of the area's surrounding hillsides, ridges, water courses, and any unique natural habitats.
- 2.2 New development will be required to preserve some of the natural and cultural characteristics of their respective development sites.
- 2.3 Undeveloped and agricultural lands outside the urban service area boundary should be protected from urban expansion.

ISSUE: Residential Densities

Objective 3:

To establish residential densities which are compatible with the environmental constraints of the area, and sensitive to adjacent land uses.

Policies:

- 3.1 Very low density (hillside and ridge) and single family conservation residential development should be located in areas of (1) relatively high visibility, (2) environmental hazards, (3) sensitive environmental resources, or (4) areas which are established as high priority open space lands.
- 3.2 Single-family residential development is most appropriate within and adjacent to existing single-family areas, and in areas easily served with water and sewer lines. Such areas should also serve as transition zones between mixed density and very low density areas.
- 3.3 Mixed residential and housing opportunity development is most appropriate where sites have few environmental constraints, and have adequate facilities, such as water, sewer, transit, and access to commercial services.
- 3.4 Mixed residential and housing opportunity development is also appropriate along major traffic arterials and adjacent to commercial and office areas.

ISSUE: Maintain a Sound Commercial Base

Objective 4:

Maintain the existing size and intensity of commercial businesses in the Town.

Policies:

- 4.1 Commercial land uses in the Town shall be divided into four categories: central commercial, general commercial, limited commercial, and neighborhood commercial.
- 4.2 Retail commercial is best suited for the central area.
- 4.3 General commercial is best suited for both retail and service commercial.
- 4.4 Neighborhood commercial should be located on collector streets within a short distance of residential areas.
- 4.5 Limited commercial uses shall be located along Sir Francis Drake Boulevard west of the Hub. Low intensity uses are low traffic generators.
- 4.6 Before the Town will consider a proposal for commercial expansion or intensification, the Town first needs to resolve current parking problems in the commercial areas of the community. Any

commercial proposals which would compound the parking problem will not be approved.

Objective 5:

To establish parking standards and a parking program for the central commercial area. (Also see Circulation Element Policies 9.1 and 12.1.)

Policies:

- 5.1 To revise the parking standards in the Town's Zoning Ordinance recognizing that most businesses in the central area cannot provide parking onsite.
- 5.2 To establish a parking district or other mechanism in the central commercial area to generate the monies needed to develop sufficient parking in the area to support the Central Commercial District.

ISSUE: The Preservation and Restoration of Local Historic Buildings, Features, and Sites

Objective 6:

To identify, protect, preserve, and restore buildings, features, and sites of local historic value in San Anselmo.

Policies:

- 6.1 The Town of San Anselmo shall undertake a historic survey and maintain an inventory of buildings, features, and sites of local historic significance.
- 6.2 The Town will endeavor to protect from demolition or destruction or major alteration any building, feature, or site of local historic value.
- 6.3 To encourage the marking of historic buildings, features, and sites to publicize their significance.

ISSUE: Preservation of Open Space within the San Anselmo Planning Area

Objective 7:

To protect and preserve those areas of unique natural and visual resources within the planning area (see Map 3). (Also see Open Space Element Policies 2.1-2.8.)

Policies:

- 7.1 To limit or prohibit development in hazardous areas or areas of high resource value.

- 7.2 To prohibit or severely limit development along the Town's major and minor ridges and hilltops.
- 7.3 To preserve as open space land of aesthetic or recreational value.
- 7.4 Encourage open space corridors along easements and streams and provide public access where appropriate for bicycling, walking, and equestrians. (See Objective 4 of Open Space Element.)
- 7.5 Regulate construction on visible slopes to preserve the visual value of the hillside.
- 7.6 Continue to preserve open space and provide for the conservation of resources through innovative implementation including zoning, development controls (including grading, public and private acquisition, and incentives for private improvements which enhance the environment).

ISSUE: Annexation of Developed and Undeveloped Lands

Objective 8:

To limit future annexations to lands within the urban service area.

Policies:

- 8.1 To determine which properties within the Town's Urban Service Area should be prezoned.
- 8.2 To prezone lands in conformance with all the policies of the San Anselmo General Plan.
- 8.3 To review and comment on all development proposals within the Town's adopted Urban Service Area Boundary.
- 8.4 Developments proposed on properties contiguous to the Town Limits and prezoned by the Town shall be annexed into the Town prior to any decisions on the development proposal.
- 8.5 All lands annexed into the Town will be zoned no less restrictively than the current County of Marin zoning. The Town will not consider annexation for purposes of increasing the density over that allowed by the County of Marin.

ISSUE: Protection of Hillside and Ridge Properties

Objective 9:

To regulate future development on hillside and ridge parcels so as to protect, maintain, and enhance the natural characteristics of the land which contribute to the open space qualities of the parcel. (Also see Open Space Element Policies 2.1-2.8.)

General Plan 1988

Policies:

- 9.1 The density on ridge and hillside properties shall be no greater than the number of dwelling units specified in the "Table of Hillside and Ridge Density Parcels" (Ordinance No. 890).
- 9.2 No development including structures, roads, and public facilities shall be allowed on visible ridges and hillsides unless it has been demonstrated that development outside of these areas is not feasible for geologic, soils, or hydrologic reasons, or development would impact a unique natural habitat.
- 9.3 Should there be no other option but to allow development on a visible hillside or ridge, the Town may limit the size of development (i.e., square footage allowed within any structure), if such a limitation would reduce the visual impact of a development.
- 9.4 Development on hillside and ridge parcels shall be located so as to be screened by existing woodlands or by portions of the site where existing topography provides screening. Development within existing woodland may be allowed if tree removal is minimal.
- 9.5 New roads or extensions of existing roads which provide access to hillside and ridge parcels shall be limited in paved width to the minimum necessary to provide for adequate public safety.
- 9.6 New or existing roads serving hillside and ridge parcels shall remain rural in character and appearance.
- 9.7 Development on hillside and ridge parcels shall be so designed as to minimize grading and disruption of natural contours.
- 9.8 Lands above the 150 foot mean sea level elevation warrant special design review considerations; accordingly, the Town will review the building location, building design, and access of development in these areas.

Objective 10:

To regulate the design of residential units, roads, and public facilities in hillside and ridge areas in order to protect and maintain the existing visual image and character of these lands. (Also see Circulation Element Policies 10.1-10.6.)

Policies:

- 10.1 The Town will not allow the attached cluster form of condominium development on lands designated as Very Low Density Single Family-Conservation in the General Plan.
- 10.2 Within a subdivision, single-family detached homes may be located on lots smaller than one acre, provided that said location of single-family detached homes attains the desired open space objectives or reduces the visual impact of the proposed development; and providing the overall subdivision density does not

exceed the maximum gross density allowed by the designated land use.

10.3

Residential units shall be designed and located so as to minimize their visual mass. The Town will require exterior materials and colors which soften the appearance of the building and allow it to blend with the natural landscape.

10.4

The only materials to be used for road construction shall be those which soften the visual appearance and impact of the road. All road materials shall be approved by the Town Engineer.

10.5

Street lighting on hillside and ridge parcels shall be kept to the minimum necessary for safety. Light standards which minimize the dispersal of light shall be used in these areas.

ISSUE: Preservation of Neighborhood Character, Image, and Quality of Life

Objective 11:

To preserve, maintain, and enhance the existing character, scale, and quality of life in San Anselmo's residential neighborhoods.

Policies:

11.1

New development, including rehabilitation and expansion projects, shall be of a scale, intensity, and design that integrates with the existing character of the surrounding neighborhood.

11.2

Medium- and large-scale development projects in both single-family and mixed residential areas shall provide for a variation in building heights and exterior wall and roof articulation to avoid monotonous structures with a large, blank visual bulk and mass.

11.3

New developments of five or more units which overcrowd the local residential street network, and cannot make the necessary roadway improvements to mitigate the impact, will be required to be phased over a period of time or possibly be reduced in density. All roadway improvements will be paid for by the development creating the need for the improvements.

ISSUE: Future Development and Public Utilities and Services

Objective 12:

To maintain the current level of public services to the citizens of the Town and to continue to support improvements to public utilities as needed.

Policies:

12.1

To work with the special districts that provide water, sewer, and fire protection services in order to maintain and improve upon the present level of service.

- 12.2 To require all new development within the Town to be served by public water and fire protection agencies and, where feasible, the public sewer system.

ISSUE: Maintenance of Adequate Water Service and Fireflows in Hillside and Ridge Areas

Objective 13:

To ensure that existing and future development in hillside and ridge areas has a continuous supply of domestic water, adequate water to protect structures from domestic and wild fires.

Policies:

- 13.1 To encourage the Fire District to require sprinkler systems in new residential buildings which the Water District cannot supply with the ISO recommended fireflow.
- 13.2 New homes shall hook into MMWD's system.

Objective 14:

To require homes and other improvements constructed in hillside and ridge or other high fire hazard areas to be designed to reduce the potential for a disastrous fire.

Policies:

- 14.1 To prohibit onstreet parking on public and private roadways which, due to their width or circuitous routing, create problems for fire equipment access.
- 14.2 To prohibit the use of combustibile roofing materials in residential areas that have a high wildfire potential (e.g., hillside and ridge areas).
- 14.3 To require brush clearance around structures which encroach on wild vegetative groundcover.

ISSUE: Sewage Treatment in Hillside and Ridge Areas

Objective 15:

To ensure that onsite sewage treatment systems do not create a potential health problem or contribute to a potential unstable slope condition.

Policies:

- 15.1 The Town will require all new development, where feasible, to be served by the Public Sanitation District.

**TOWN OF SAN ANSELMO
RESOLUTION NO. 3222**

**A RESOLUTION OF THE TOWN OF SAN ANSELMO AMENDING THE LAND
USE ELEMENT OF THE GENERAL PLAN TO ALLOW THE CONSTRUCTION
OF POTABLE WATER WELLS AS A TEMPORARY ALTERNATIVE TO THE
PUBLIC WATER SYSTEM**

WHEREAS, the Planning Commission of the Town of San Anselmo has considered a General Plan Amendment to revise Policies 12.2 and 13.2 of the Land Use Element to allow the construction of potable water wells; and

WHEREAS, the Planning Commission held six public hearings on April 6, May 4, July 20, August 17, October 19, and November 2, 1992 to consider this amendment and has considered the recommendation of the Planning staff, and testimony of members of the public; and

WHEREAS, the Town Council held a public hearing on this General Plan Amendment on December 8, 1992, at which time the General Plan Amendment was introduced; and

WHEREAS, the Town Council received input from the Planning Commission, Town of San Anselmo staff, and testimony from the members of the public.

NOW, THEREFORE, the Town Council of the Town of San Anselmo DOES HEREBY FIND as follows:

1. Under Section 65358(a) of the State Planning and Zoning Law, a legislative body may amend all or part of an adopted general plan, if it is deemed to be in the public interest.

Water Code Section 13801 of the State of California provides that if a city fails to adopt an ordinance establishing water well, cathodic protection well, and monitoring well drilling and abandonment standards, the model ordinance adopted by the State Water Resources Control Board shall be enforce after February 14, 1990, by the city and have the same effect as if adopted as a city ordinance.

Policies contained in the Land Use Element of the San Anselmo General Plan require new development to connect to a public system, thereby precluding the alternative of constructing a potable water well. Therefore, an amendment to these policies has been proposed by the Planning Commission to enable new development to be served by a potable water well until water supplied by the Marin Municipal Water District is available.

Based on the Mitigated Negative Declaration prepared for this General Plan Amendment and various safeguards prescribed in the Water Well Ordinance, such as meeting quality, quantity, and fire suppression standards, it is deemed that adoption of this Amendment is in the public interest.

NOW, THEREFORE, IT IS HEREBY RESOLVED that Policies 12.2 and

13.2 of the Land Use Element of the General Plan are amended as follows:

Policy 12.2

To require all new development within the Town to be served by the public fire protection system and, where feasible, the public water and sewer system.

Policy 13.2

New homes shall hook into MMWD's system where feasible.

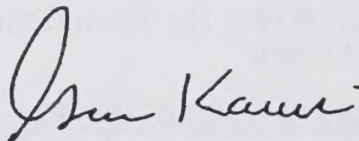
If a water moratorium exists or public water cannot be provided, owners may construct potable water wells for new homes in accordance with the San Anselmo Municipal Code but shall connect to MMWD for their sole potable water supply as soon as water supplied by MMWD is available.

I hereby certify that the foregoing Resolution was duly and regularly adopted by the San Anselmo Town Council at a regular meeting thereof held on the 22nd day of December 1992, by the following vote:

AYES: Breen, Chignell, Kanis, Yarish, Zaharoff

NOES: none

ABSENT: none



Gus Kanis, Mayor

ATTEST:



Caroline Foster, Town Clerk

- 15.2 Where it is not feasible to hook into the Sanitation District collection system, the builder must supply a copy of a sanitation engineer's report to the Town stating that disposal is feasible on the site from a health standpoint. Further, a professional geotechnical report by a professional engineer shall be supplied to the Town stating that the proposed wastewater disposal field will not result in contribute to any landslide or other adverse geologic condition.

ISSUE: Reduction of Potential Flooding Hazards

Objective 16:

To protect the community from danger to life and property caused by flooding.

Policies:

- 16.1 All new developments in the Town should be designed to minimize vegetation removal, soils compaction, and site coverage.
- 16.2 To only allow development within the 100-year floodplain which is consistent with the Town's adopted Protection of Flood Hazard Areas and Water Course Ordinance.
- 16.3 To inform the citizens of the community of existing and potential flooding problems on an ongoing basis.
- 16.4 To repair and improve the Town's storm drainage system to handle existing and projected runoff.
- 16.5 To prepare evacuation plans for flood-prone areas and distribute information to affected residents, businesses, and property owners.

ISSUE: Development in the Flood Zone

Objective 17:

To ensure that facilities needed to function in a natural disaster are not located in the floodplain or, if there is no other choice, that they are designed to function adequately under emergency conditions.

Policies:

- 17.1 Facilities designated as "critical" in the emergency preparedness plan should not be located in the 100-year floodplain, or if no other choice shall be designed to function adequately under emergency conditions.

ISSUE: Reuse of Surplus School District Lands

Objective 18:

To keep surplus School District lands in public ownership, while allowing some interim use of the property to allow the School District some financial return on its land holdings.

Policies:

- 18.1 The Town shall meet with the School Districts to determine the appropriate future use of surplus school sites whenever Districts contemplate reuse of these lands.
- 18.2 To encourage the School District to retain public ownership of surplus school sites because of the recreation and other physical assets that they provide for the greater community.
- 18.3 Ensure that reuse of public school sites is compatible with adjacent land uses and intensity of development in the immediate area.
- 18.4 To adopt an ordinance which would allow the School District to lease surplus school sites for possible educational, light commercial, office, or other use which can be found compatible with the existing use of land around the surplus school site, and the community as a whole.
- 18.5 To encourage the involvement of all San Anselmo citizens on the issue of reuse or new use of surplus school sites.

Objective 19:

To stipulate the future use or reuse of all public school sites in the Town of San Anselmo in the event said sites cease to be used, in whole or in part, as public schools.

Policies:

- 19.1 It shall be the policy of the Town of San Anselmo to zone the following listed school sites for the future use as designated in the following table:

School

Sir Francis Drake
High School

Brookside School

Wade Thomas School

Red Hill School

Hidden Valley School

Future Use

Single-Family Residential/Sir Francis
Drake Blvd--Street Frontage Medium
Density

Single-Family Residential

Single-Family Residential

Single-Family Residential/Above
Elevation 150--Very Low Density

Single-Family Residential

ISSUE: Reuse of Private School and Church Sites

Objective 20:

To develop special zoning districts and design guidelines to regulate the reuse of private school and church sites identified on the Planned Land Use Map.

Policies:

- 20.1 To ensure that reuse of existing private school and church sites is compatible with adjacent land uses and intensity of development in the immediate area.
- 20.2 To protect the unique natural and architectural features which make these sites a visual resource within the Town of San Anselmo.
- 20.3 To consider land use options for these properties which would preserve their unique visual or community resources.
- 20.4 Until such time as the special zoning districts and design guidelines are adopted, the following interim uses will be allowed:

Schools

Future Interim Use

Seminary Lands

Single-Family Residential/Reuse of
Historic Building High-Density
Residential

Saint Anselm's School

Single-Family Residential

Sunny Hills

Single-Family Residential/Above
Elevation 150--Very Low Density

E. LAND USE CATEGORIES

Listed below are the basic land uses provided for in the General Plan. Each land use category includes a description of the type, density, and intensity of land use expected therein. The category descriptions also contain some of the criteria used in assigning their relative location within the planning area, and the objectives which each category is expected to achieve. The Planned Land Use Map shows the planned distribution of general land uses within the planning area.

Each residential land use category includes a population density range expressed in dwelling units per gross acre. The actual number of dwelling units permitted for any given residential parcel will be dependent on the environmental constraints of the site, and traffic safety characteristics of the roadways which provide access to the site, community design issues, and the housing objectives to be achieved.

The term 'gross acre' as used in the General Plan refers to all the land within the property lines of a given parcel or all the land within the boundary line of a given development proposed. The only land to be excluded in the calculation of gross acreage is any land within an established public right-of-way or adopted plan line.

The ultimate structural form and physical character of San Anselmo will be determined by the density and intensity of development allowed on existing undeveloped lands within the Town limits. The Town has decided that its visual image and character will be that of a small-town detached single-family residential community which provides for a more dense and intense form of development on lands adjacent to its central commercial core. The flatter lands of the valley floor, and lower hill slopes, will be predominantly detached single-family neighborhoods. The density, and the intensity of residential development, will decrease rapidly to a very low level on the upper slopes and ridges of the hills and mountains which bound the community.

1. Residential

The categories of residential land use provided for in the San Anselmo General Plan are formulated so as to protect the visual character and quality of life in most of the Town's existing residential neighborhoods. However, the general plan does provide for some transition in residential character and form in and around the Town's central commercial area. Vacant lands within other established residential neighborhoods will be regulated so as to maintain and continue the existing character of development in the immediate area.

The density and intensity of residential development on existing vacant parcels of land on the upper slopes and ridges of hills in the planning area will be severely limited so as to protect the open space character and visual image of these areas. The following sets forth the permitted land uses, building types, and concentration of use in each residential category contained in the General Plan.

a. Very Low Density--Hillside and Ridge (1 Unit/Gross Acre or Less)

The very low density residential category is applied to those lands which constitute the Town's hillside and ridge areas. This land use category is intended to provide a density and intensity of residential development which will maintain the natural features of the land and associated landscape, and protect the visible ridges in the community from development.

The lands designated on the Land Use Map as very low density are to be improved with single-family detached homes on various lot sizes. Many of the parcels within this category are large, and it is therefore possible to cluster detached dwelling units on individual lots to avoid environmental constraints and to further open space objectives. The number of units to be allowed on each parcel of land within this category will be based on the environmental constraints (e.g., slope, unstable soils, stream courses, etc.) and open space objectives associated therewith. The Town of San Anselmo has reviewed the development potential of each parcel in the hillside and ridge area. From this review emerged the maximum number of dwelling units to be allowed on each parcel. The maximum number of dwelling units to be allowed is designated in the official **"Table of Hillside and Ridge Density Parcels"** adopted by the Town Council. The Town Council may review and amend this table from time to time if such amendment would further the objectives of the General Plan.

The population density in the hillside and ridge areas associated with this land use category will not exceed a maximum of four (4) persons per gross acre. The only land uses to be allowed within this category include single-family detached dwellings, roadways, driveways, parks, trail access easements, utility installations, and home occupations which are incidental and accessory to the allowed residential use.

b. Single-Family Residential-Conservation (1 Unit/Gross Acre or Less)

The single-family residential-conservation designation is assigned to those residential properties that are located above the 150 foot mean sea level elevation in the Town of San Anselmo, but outside of the land designated as Very Low Density (Hillside and Ridge). Much of the land above the 150 foot mean sea level elevation is visible from the Town's major roadways and established residential neighborhoods, and as such forms the major visual backdrop to the Town. In order to preserve the unique visual qualities of these lands, development is to be limited to a density of one unit per acre or less. However, all existing lots which are smaller than one acre are to be incorporated into the conservation area as legal non-conforming parcels.

In order to maintain the visual quality of the lands above the 150 foot mean sea level elevation, the Town intends to review the building location, access, and exterior design of structures proposed for vacant lots in this area. The Town may also

consider the effects of new development in this area on the public health and safety issues related to site improvements.

Design review may also apply to existing developed properties within the conservation area, if said review is necessary to protect the visual character of the hillside and the size of the proposed addition is large enough to warrant said review.

The population density in the single-family residential-conservation area will not exceed 18 persons per gross acre. The only land uses to be allowed within this category include: single-family detached dwellings, roadways, driveways, parks, trail access easements, utility installations, and home occupations. Other uses which may be permitted, although the Town shall have discretionary authority, include: churches, rooming houses, and a limited number of second units.

c. Single-Family Residential (1-6 Units/Gross Acre)

The single-family residential category is assigned to those residential areas with established neighborhoods which are characterized by single-family detached homes on a typical suburban residential lot. The majority of the parcels (lots) in this category would have a lot size of 7,500 square feet or less. However, some lots larger than 7,500 square feet may be found in this area due to environmental conditions or topography.

The majority of the land within this residential category has already been subdivided and improved with single-family homes. However, there are existing vacant parcels of land dispersed throughout these low-density residential areas. Future subdivision of vacant land within this category shall conform to the existing pattern of lot sizes within the neighborhood in which the land is located. New lots created through the subdivision of land shall be the same size as, or in some situations larger than, the existing lots in the immediate neighborhood.

The population density in the single-family residential category shall not exceed a maximum of eighteen (18) persons per gross acre. Land uses to be permitted include single-family detached dwellings; licensed family care, foster, group, and daycare homes; home occupations; parks, schools, playgrounds, and other public buildings; and public uses. Other uses which may be permitted, although the Town will have discretionary authority, include: churches, rooming houses, and a limited number of second residential units

d. Medium Density Residential (6-12 Units/Gross Acre)

The Medium Density Residential category is assigned to residential lots adjacent to Sir Francis Drake Boulevard and residential lots which abut or face commercial land uses. These properties will be developed with duplex-type residential units, but some triplex units may be allowed provided the form of the triplex unit is compatible in design with the surrounding single-family-duplex neighborhood.

The population density in the Medium Density Residential category shall not exceed a maximum of twenty-eight (28) persons per gross acre. Land uses to be permitted in this area include single-family detached homes; duplex and triplex residential units; licensed family care, foster, group, and daycare homes; home occupations; parks, schools, playgrounds, and other public buildings; and public uses. Other uses which may be permitted, but over which the Town shall have discretionary authority, include: churches, rooming houses, and a limited number of second residential units.

Higher densities may be considered within these areas if such developments implement to a significant degree the social housing objectives of the General Plan. The Housing Opportunity Section describes how this can be done.

e. High Density Residential (13-20 Units/Gross Acre)

The High Density Residential category is primarily assigned to residential lands near commercial areas outside the Town's Central Commercial core. The predominant form of residential development is expected to be attached multifamily apartment and condominium dwelling units. Multi-family housing is to be located within walking distance of commercial and employment areas in order to reduce the need for, and dependence on, the automobile for daily shopping trips.

Multiple family units are to reflect in design the single-family character of the Town and will therefore be limited in height to two stories, but not to exceed thirty-five (35) feet in height.

The population density in the High Density Residential category is not to exceed a maximum of forty-two (42) persons per gross acre. Land uses to be permitted in this area include: single-family detached homes; duplexes; triplexes; group dwellings; apartments; condominiums; licensed family care, foster, group, and daycare homes; parks, playgrounds, schools, public buildings; and other public uses. Other uses which may be permitted, but the Town shall have discretionary authority,

include: churches, rooming houses, and a limited number of second residential units.

Higher residential densities may be considered within these areas if such developments implement to a significant degree the social housing objectives of the General Plan. The Housing Opportunity Section describes how this can be done.

f. Downtown Mixed Residential (6-20 Units/Gross Acre)

The Downtown Mixed Residential category is assigned to the residential lands west of the Town's Central Commercial area. These properties are planned to be improved with a mixture of single-family, duplex, triplex, and multi-family apartments and condominiums. The intent is to have a mixture of residential densities on every street and block in the area so designated. Furthermore, there will be design review of all multi-family buildings to ensure visual compatibility with existing development in the area. The planned mixture of residential densities by block is shown on Map 4.

The population density in the Downtown Mixed Residential category shall not exceed a maximum of forty-two (42) persons per gross acre. Land uses to be permitted in this area include: single-family detached homes; duplexes; triplexes; group dwellings, apartments, and condominiums; licensed family care, foster, group, and daycare homes; and parks, playgrounds, schools, public buildings, and other public uses. Other uses which may be permitted, but the Town will have discretionary authority, include: churches, rooming houses, and a limited number of second residential units.

Higher residential densities may be considered within these areas if such developments implement to a significant degree the social housing objectives of the General Plan. The Housing Opportunity section describes how this can be done.

g. Housing Opportunity Areas/Apartments (14-28 Units/Gross Acre)

The Town has found over the years that zoning land to allow for higher densities of development has not resulted in rental or sales prices that meet the needs of the community's low and moderate income households. The only result has been a change in the physical appearance and character of the community, and increased traffic.

The Town recognizes the needs of low and moderate income families, and will provide within the Land Use Element an incentive to provide housing for these

income groups. The Town will consider higher density for both rental and For Sale projects which provide at least forty (40) percent of the dwelling units within the development for low or moderate income families. Rental and For Sale unit projects which meet the objective will be considered in specified areas within the Mixed Housing areas of the General Plan. The areas which will be considered for higher densities will be designated in the future by the Town Council. The population density of these parcels will not exceed a maximum of fifty (50) persons per gross acre.

2. Commercial

San Anselmo does not have the type of a strong commercial or industrial base which would classify the community as a major employment area in Marin County. Most of the jobs available in San Anselmo are in the retail and residential services sector of the economy.

A report prepared by the Association of Bay Area Governments entitled "ABAG Projections--87" projected a decreasing population in San Anselmo, combined with a relatively small increase in the number of jobs available in the community, and the number of households in the community. Slight job increases are projected in the retail and service sector over the next 20 years.

The jobs projections for San Anselmo do not indicate a need to plan for a large amount of commercial expansion in the community. Growth in jobs, though small, will be in service and office type uses, with some limited retail expansion.

The San Anselmo Chamber of Commerce supports policies which will encourage the expansion and attraction of nonresident-supported business enterprises. It appears that the primary businesses which can be encouraged to expand to implement this objective are restaurants, antique and other furniture stores, and specialty retail item stores. These enterprises would have to operate in conjunction with one another to first attract visitors to the area and to encourage visitors to have an extended stay (two or more hours) of browsing, shopping, and eating.

The Town appears to have adequate existing and planned commercial floor space to achieve this objective. Furthermore, the historic commercial core and commercial development along Sir Francis Drake Boulevard and Red Hill Boulevard are within reasonable walking distance from one another. A factor which hinders the expansion of nonresident-supported business enterprises is the size of streets, and high

volume of automobile traffic thereon, which tends to serve as a strong barrier to easy pedestrian circulation. Steps the Town could take to improve upon the environment for nonresident-dependent business include improving pedestrian circulation and traffic movement, and to provide adequate and easily accessible parking for longer shopping trips into the community.

One of the primary concerns of commercial business in the historic core and along Red Hill Road and Greenfield Avenue is the need for additional convenient customer parking. The Chamber of Commerce has requested that the Town consider adopting policies which will address the need for more convenient parking.

The commercial area along San Anselmo Avenue is planned to remain the retail core of the community. Uses are expected to be a mixture of visitor and local serving commercial businesses. The Central Commercial area should incorporate open space, a strong pedestrian element, and convenient parking to maintain its image as the hub of the community. The Town may consider special parking provisions for the area in order to reduce the time and trouble new businesses have with leasing commercial space in the area. The incorporation of a residential element into the variety and fabric of the commercial core could improve its function and vitality.

The older commercial structures located along Sir Francis Drake Boulevard west of the Hub present a potential traffic circulation and congestion problem. Most of these structures were constructed without offstreet parking. Furthermore, the heavy vehicular traffic volume along Sir Francis Drake Boulevard, combined with the inability to structurally expand the boulevard means that left turns onto business property in this area creates an unacceptable problem for vehicular circulation within the Town. As a result, commercial uses which generate significant amounts of traffic, if located in these structures, will cause further traffic congestion in an existing congested area. The Town intends to consider regulating businesses in this area to prohibit enterprises which are high traffic generators (e.g., fast-food outlets and quick stop and shop stores).

The town wants to maintain the small town scale and character of its commercial areas. This will be attained by creative conservation of older buildings and close attention to new buildings to ensure that they are at a scale which is compatible with the existing character of the area. Trademark designed buildings associated with many retail, food, and beverage service businesses will not be allowed in the

**TOWN OF SAN ANSELMO
RESOLUTION NO. 3337**

**A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF SAN
ANSELMO AMENDING THE GENERAL PLAN TEXT TO ALLOW
RESIDENTIAL USES IN THE "LIMITED COMMERCIAL" AND "GENERAL
COMMERCIAL" LAND USE DESIGNATED AREAS**

WHEREAS, the Planning Commission and Town Council of the Town of San Anselmo updated the Housing Element in June 1995, which encourages the expansion of residential uses into all the commercial zones for affordable housing purposes; and

WHEREAS, the Housing Element Update was certified by the Department of Housing and Community Development on November 17, 1995; and

WHEREAS, the Planning Commission held a duly noticed public hearing on November 20, 1995, and December 18, 1995, to consider the proposed General Plan Amendment at which time they considered the staff report and public testimony; and

WHEREAS, the Town Council held a duly noticed public hearing on January 23, 1996, to consider the proposed General Plan Amendment at which time they considered the recommendation of the Planning Commission, the staff report, and public testimony.

NOW, THEREFORE, the Town Council of the Town of San Anselmo DOES HEREBY FIND as follows:

"Housing Element Program 2.2.1: Amendments to the General Plan and Zoning Ordinance. The Town will seek to reduce constraints upon development of affordable housing projects that pertain to general plan policy and zoning ordinance requirements.

Action: The Town will initiate General Plan Amendments and possible rezoning of property based on recent experience with affordable housing infill applications in commercial areas. Permitting residential uses in commercial zones where housing is presently excluded will be considered. The Town will initiate Zoning Ordinance amendments to establish flexible parking standards for special needs housing (e.g., seniors, developmentally disabled) and mixed use infill development as opposed to case-by-case variances for such projects."

California Government Code Section 65358 (a) states, "If it deems it to be in the public interest, the legislative body may amend all or part of an adopted general plan." Furthermore, this chapter of the Government Code requires special findings on any general plan which limits housing units.

Thus, the Town Council finds that a General Plan amendment to allow residential uses in the Limited Commercial and General Commercial designated areas will enhance opportunities for housing and will be in the public interest of the Town.

THEREFORE, BE IT RESOLVED that the Town Council of the Town of San Anselmo hereby amends the Limited Commercial and General Commercial discussion of the General Plan shown in the following section bold face, underlined type:

b. General Commercial

The General Commercial land use designation is expected to provide for a wide range of commercial activities. These types of activities include supermarkets, food stores, retail activities, automobile service and repair, laundries, offices, restaurants, nurseries, and commercial services. Businesses in these areas would not rely on foot traffic for their traffic. The majority of the businesses in these areas should be required to provide onsite parking for their customers. However, in some situations, common parking facilities or special parking onstreet programs may be authorized.

Residential use will be allowed in the general commercial area. Residential uses can be provided for in a single structure, or may be mixed with commercial activity in a single structure; the ground floor of every building should be utilized for commercial or commercial-related uses. However, the Town will consider the entire use concept for a building before determining the appropriate use of the ground floor.

The concentration of commercial development in the General Commercial area will not be as great as it is in the commercial core. Commercial buildings in these areas may be more spread out and separated by offstreet parking spaces. Floor area ratios within the General Commercial could have FAR up to 1.5. The height of building in this category is to be compatible with surrounding buildings, but shall not exceed 35 feet in height. The only exceptions would be existing buildings which are greater than 35 feet in height.

c. Limited Commercial

The areas designated as Limited Commercial on the General Plan Land Use map will be regulated as to the intensity of commercial development allowed thereon. It is intended that commercial development allowed for on these properties will be low traffic generators, or that the traffic generated by these commercial activities will not conflict with peak-hour traffic movements on Sir Francis Drake Boulevard. Examples of uses which are expected to be low traffic generators include specialized enterprises such as furniture and antique stores, specialty boutiques, bookstores, art galleries, and personal services such as barber shops and beauty shops. The types of commercial activity which will not be allowed in the Limited Commercial area include fast-food restaurants, quick-stop food stores, and medical office types of uses and services.

The determination as to whether or not a commercial use would be allowed within this Limited Commercial area will be based upon the total number of traffic trips generated by that business and how said traffic trips (including turning movements) are expected to affect the flow of traffic along Sir Francis Drake Boulevard. Commercial uses which will disrupt the flow of traffic on Sir Francis Drake Boulevard, or uses which would have a detrimental effect on the residential neighborhoods adjacent to Sir Francis Drake Boulevard will not be allowed. The intent of this limited Commercial area is to ensure that

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The information contained herein is for informational purposes only and is not intended to constitute an offer of insurance or any other financial product. It is not intended to be used as a basis for any investment decision. The information is being furnished to you for your information only. It is not intended to constitute an offer of insurance or any other financial product. It is not intended to be used as a basis for any investment decision.

Section 1

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the businesses which operate within this area will not be disruptive to the flow of traffic on the boulevard or the nearby residential neighborhood.

Residential use will be allowed in the limited commercial area. Residential uses can be provided for in a single structure, or may be mixed with commercial activity in a single structure; the ground floor of every building should be utilized for commercial or commercial-related uses. However, the Town will consider the entire use concept for a building before determining the appropriate use of the ground floor.

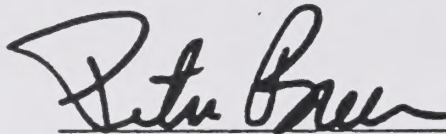
The concentration of commercial development in this area is expected to be lower than in the Central and General Commercial districts. Floor area ratios could be up to 1.0 within this area, and building heights are to be compatible with buildings in the surrounding area, but shall not exceed 35 feet in height.

PASSED AND ADOPTED by the Town Council of the Town of San Anselmo on January 23, 1996, by the following vote:

AYES: Breen, Chignell, Kroot, and Yarish

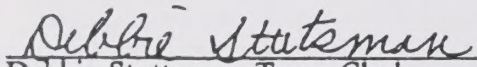
NOES: None

ABSENT: Hodgins



Peter Breen, Mayor

ATTEST:


Debbie Stuttsman, Town Clerk

**TOWN OF SAN ANSELMO
ORDINANCE NO. 974**

**AN ORDINANCE OF THE TOWN OF SAN ANSELMO AMENDING
(1) ARTICLE 2 (DESIGNATION AND ESTABLISHMENT OF DISTRICTS),
(2) TABLE 3A OF CHAPTER 3, ARTICLE 3 (LAND USE REGULATIONS
TABLE), AND (3) ARTICLE 13 (CONDITIONAL USE PERMIT) OF THE
ZONING ORDINANCE RELATIVE TO EXPANDING RESIDENTIAL USES
INTO THE C-3 AND C-L ZONING DISTRICTS**

Section 1.

WHEREAS, the Planning Commission and Town Council of the Town of San Anselmo updated the Housing Element in June 1995, which encourages the expansion of residential uses into all the commercial zones for affordable housing purposes; and

WHEREAS, the Planning Commission held a duly noticed public hearing on November 20, 1995, and December 18, 1995, to consider the proposed Ordinance Amendment at which time they considered the staff report and public testimony; and

WHEREAS, the Town Council held a duly noticed public hearing on January 23, 1996, to consider the proposed Ordinance Amendment at which time they considered the recommendation of the Planning Commission, the staff report, and public testimony; and

WHEREAS, the Town Council finds that the content of the Zoning Ordinance revisions is consistent with the Land Use Element and Housing Element of the General Plan.

NOW, THEREFORE, the Town Council of the Town of San Anselmo DOES HEREBY FIND as follows:

"Housing Element Program 2.2.1: Amendments to the General Plan and Zoning Ordinance. The Town will seek to reduce constraints upon development of affordable housing projects that pertain to general plan policy and zoning ordinance requirements.

Action: The Town will initiate General Plan Amendments and possible rezoning of property based on recent experience with affordable housing infill applications in commercial areas. Permitting residential uses in commercial zones where housing is presently excluded will be considered. The Town will initiate Zoning Ordinance amendments to establish flexible parking standards for special needs housing (e.g., seniors, developmentally disabled) and mixed use infill development as opposed to case-by-case variances for such projects."

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Town's commercial areas. Development is to be consistent with Objective 6 and Policies 6.2-6.3 of the Land Use Element.

Limited commercial enterprises will be allowed at some points along major arterials and collector streets, provided these businesses primarily serve the residential areas in which they are located. The Plan recognizes the existing limited number of small neighborhood commercial and administrative professional offices along Center and Sir Francis Drake Boulevard.

The categories of commercial land use provided for in the General Plan recognize the diverse functions and roles each of the commercial areas will play in the community. The following describes the permitted land uses, building types, and concentration of use in each commercial category found in the Plan.

a. Central Commercial

The Central Commercial area can be found along portions of San Anselmo Avenue and Sir Francis Drake Boulevard between the Hub and Ross Avenue. This commercial area is expected to be the retail core of the community. Commercial enterprises in this area are expected to provide a continuity of commercial frontage and attractive area for pedestrian movement. Parking is not anticipated onsite, but would be provided in public or common parking lots within walking distance of all downtown businesses.

Two types of businesses are expected in this area. The first type are primary attractors. These are businesses that draw customers from outside of the community. Such commercial activities include restaurants, specialty stores (antiques), fashion stores, variety stores, and apparel stores. The second type of uses are satellite businesses which rely on pedestrian movement generated by the primary attractors. These include such uses as small specialty shops, small food service outlets (ice cream and coffee), personal services (barber and beauty shops), and small boutiques. Offices would also be allowed, but in order to promote commercial activity in the area are encouraged to locate above the ground floor.

Residential use in the form of multi-family housing will be allowed in the central commercial area. Residential uses can be provided for in a single structure, or may be mixed with commercial activity in a single structure; the ground floor of every building should be utilized for commercial or commercial-related uses. However, the Town will consider the entire use concept for a building before determin-

ing the appropriate use of the ground floor. Commercial activity in the central area is expected to be quite concentrated to encourage pedestrian movement. Although commercial development will be concentrated, the intensity of commercial development on individual lots or development sites could have floor area ratios (FAR) up to 2.0. The term "**floor area ratio**" as used in the General Plan is the total floor area of a building relative to the total area of the lot or development site. A 5,000-square-foot lot with a floor area ratio of 1.5 could have 7,500 square feet of floor space in a building. Furthermore, the height of buildings in the central commercial area is to be compatible with surrounding buildings, but shall not exceed 35 feet in height.

b. General Commercial

The General Commercial land use designation is expected to provide for a wide range of commercial activities. These types of activities include supermarkets, food stores, retail activities, automobile service and repair, laundries, offices, restaurants, nurseries, and commercial services. Businesses in these areas would not rely on foot traffic for their customers, but would be expected to draw from and accommodate automobile traffic. The majority of the businesses in these areas should be required to provide onsite parking for their customers. However, in some situations, common parking facilities or special parking onstreet programs may be authorized.

The concentration of commercial development in the General Commercial area will not be as great as it is in the commercial core. Commercial buildings in these areas may be more spread out and separated by offstreet parking spaces. Floor area ratios within the General Commercial could have FAR up to 1.5. The height of buildings in this category is to be compatible with surrounding buildings, but shall not exceed 35 feet in height. The only exceptions would be existing buildings which are greater than 35 feet in height.

c. Limited Commercial

The areas designated as Limited Commercial on the General Plan Land Use Map will be regulated as to the intensity of commercial development allowed thereon. It is intended that commercial development allowed for on these properties will be low traffic generators, or that the traffic generated by these commercial activities will not conflict with peak-hour traffic movements on Sir Francis Drake Boulevard. Examples of uses which are expected to be low traffic generators include special-

ized enterprises such as furniture and antique stores, specialty boutiques, bookstores, art galleries, and personal services such as barber shops and beauty shops. The types of commercial activity which will not be allowed in the Limited Commercial area include fast-food restaurants, quick-stop food stores, and medical office types of uses and services.

The determination as to whether or not a commercial use would be allowed within this Limited Commercial area will be based upon the total number of traffic trips generated by that business and how said traffic trips (including turning movements) are expected to affect the flow of traffic along Sir Francis Drake Boulevard. Commercial uses which will disrupt the flow of traffic on Sir Francis Drake Boulevard, or uses which would have a detrimental effect on the residential neighborhoods adjacent to Sir Francis Drake Boulevard will not be allowed. The intent of this Limited Commercial area is to ensure that the businesses which operate within this area will not be disruptive to the flow of traffic on the boulevard or the nearby residential neighborhood.

The concentration of commercial development in this area is expected to be lower than in the Central and General Commercial districts. Floor area ratios could be up to 1.0 within this area, and building heights are to be compatible with buildings in the surrounding area, but shall not exceed 35 feet in height.

d. Neighborhood Commercial/Mixed Residential

The Neighborhood Commercial/Mixed Residential designation is intended to allow very limited commercial uses on certain properties within predominantly residential areas of San Anselmo. The land use designation will allow properties so classified to either be improved with residential units (predominantly single family) or limited-commercial uses which are compatible with the residential area. Commercial uses which are compatible with residential areas would not result in traffic impacts any greater than if the property were improved residentially. Compatibility implies that limited commercial uses would also not result in noise, light, glare, or aesthetic impacts that would conflict with a residential environment.

Neighborhood Commercial areas provide convenience goods and services to local residents without disrupting the residential character of the area. They are necessarily small in size, and oftentimes may consist of a single mom-and-pop store. Other typical uses include barber shops, beauty shops, cleaners, shoe repair, hard-

ware stores, and small pharmacies. Small professional offices may also be allowed in this category.

Neighborhood Commercial uses are considered desirable when located at intersections and developed in areas where residents can walk rather than drive to do business. Additional neighborhood centers may be needed beyond those shown on the map, depending upon the desires of residential communities within the town.

The concentration of commercial development within the area will be quite limited. Most often, commercial development will be limited to one or two parcels, but in some situations there may be more parcels devoted to this use. Floor area ratios up to 0.65 will be most appropriate within this area, and the height of the commercial structures must be compatible with those of the residences in the area, but shall not exceed 35 feet in height.

3. Parks and Open Space

This land use category is intended to designate existing and planned parks, recreation facilities, and natural open space areas. The open space areas identified as contributing to the Town's natural setting and community image fall into this category, and are shown on the open space map. The open space land use issues are dealt with in more detail in the Open Space Element of the General Plan. Areas designated as parks on the Planned Land Use Map are not intended to be developed with anything other than small structures which accommodate the citizens of the community as it relates to recreation. Commercial structures will not be allowed in the parks. The parks will only be improved with facilities for which the park was intended (e.g., tennis courts, baseball diamonds, and open playfields).

It is the objective of the General Plan to have all areas identified as "open space parcels" on the Open Space Map to remain in their natural state without any development at all. However, should the Town be unable to acquire, or set aside these areas as permanent open space parcels, a very limited form of residential development would be allowed. Development is to conform to Objective 3, Policy 3.1 of the Open Space Element. Residential development within the current Town limits would be no greater than one unit per acre, and in many instances may be even less dense for those properties listed on the Table of Hillside and Ridge Density Parcels. Building coverage on these properties would be no greater than 15 percent per gross acre.

4. Public Facilities

This category is a catch-all for all major public and semi-public land uses not included in the afore-described categories. Existing public buildings, institutions, and schools are so designated. Examples of these uses include the Town Hall, library, public parking lots, public elementary and secondary schools, and water tank sites.

The intensity of development allowed on the public facilities parcels will be determined as to the type of function or purpose these facilities were constructed to meet. As an example, the Town Hall will have a greater intensity of use than a water tank located on a nearby hillside in the town.

F. IMPLEMENTATION

The California Government Code Section 65860 requires that a "county or city zoning ordinance shall be consistent with the general plan of the county or city by January 1, 1974. A zoning ordinance shall be consistent with a city or county general plan only if: (1) the city or county has officially adopted such a plan, and (2) the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan." In a related action, the legislature amended the state Subdivision Map Act, requiring that tentative and final maps not be approved unless the design and improvement were found to be consistent with applicable specific and general plans (Govt. Code Sec. 66473.5).

Uses must be consistent with all elements of the general plan and not just the land use element and map. (The law is unclear whether the uses must be consistent with only the seven required elements.) For there to be a finding of consistency the plan must be complete. In addition, the plan must be "an integrated, internally consistent and compatible statement of policies for the adopting agency" (Govt. Code Sec. 65300.5).

Consistency is measured by three parameters: use, boundaries, and time.

1. The zoning ordinance should be considered consistent with the general plan when the allowable uses and standards contained in the text of the zoning ordinance tend to further the policies in the general plan and do not inhibit or obstruct the attainment of these articulated policies.

2. The boundaries of land use areas on the land use map are intended to be ambiguous in order for the Planning Commission and Town Council to adjust land use regulations to factors that are too localized to be reflected on the general plan. Thus boundaries are intended to be flexible and land uses not shown on the map may be consistent if they are small in area and if they are consistent with the written goals and policies of the plan.
3. As discussed, a use must not preclude ultimate achievement of the goals and policies at the planned time. A use may not be permitted prematurely in an area reserved for future development even if it is consistent with the land use map. It must also be consistent with the objectives and policies as well.

Code Revisions

1. Zoning Ordinance and Map

The top priority for implementation would be the revision of San Anselmo's Zoning Ordinance and Zoning Map to be consistent with the revised general plan. Ordinance amendments would include rewriting the residential and commercial sections of the code to incorporate the density and intensity provisions of the revised general plan. Updating the parking requirements of the code, and providing a Housing Opportunity section in the Code. Special provisions could be written into the code to provide that existing uses with a density or intensity of use greater than the revised plan could continue as legal permitted uses.

2. Subdivision Ordinance

The subdivision ordinance should be reviewed and updated to conform with the Subdivision Map Act. In addition, the ordinance can be modified to require a developer to pay certain impact fees to cover the costs to the community that are directly attributable to the development.

Future Planning

1. Housing Opportunity Areas Map

The Town will conduct a more detailed study of existing land uses and parcel sizes in the designated Mixed Residential, Commercial, and Public Facility areas to determine which sites are most appropriate as housing opportunity

areas. The objective of the study is to map parcels which are considered appropriate Housing Opportunity sites.

2. Central Commercial Circulation and Parking Study

The Town will conduct a study of the traffic circulation and parking activity in the Central Commercial area. The purpose of the study is to develop a program to improve traffic circulation, parking opportunities, and evolve a method to finance any needed improvements. Businesses in the area will be invited to participate in the study.

3. Design Review in the Single-Family Residential-Conservation Category

Prior to enacting an ordinance to implement the objectives of the Single-Family Residential-Conservation area the Town will conduct studies and hold workshops to determine when and where the discretionary power of design review will be used for new development on vacant lots, and when design review will be required for proposed expansion or reconstruction of existing buildings in the area. The staffing requirements to implement these objectives will also be studied. The purpose of the study is to determine the degree of flexibility which will be incorporated into the ordinance.

4. Historic Preservation Ordinance

The Town will prepare a historic preservation ordinance which will not only protect the visual and design character of existing historic buildings in the community, but will establish a procedure and guidelines for new building construction in areas of the community which contain examples of San Anselmo's architectural heritage.

CIRCULATION ELEMENT

A. INTRODUCTION

The Circulation Element of the General Plan is the most closely aligned with the Land Use Element. State law mandates that the Circulation Element contain the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities, all correlated with the Land Use Element of the General Plan. The term "correlation" in the planning law means the Circulation Element must set forth standards and proposals for roadway modifications and improvements which are related to the existing use of land in the community, and changes in demand on the various roadways as a result of changes in the use of land associated with the Land Use Element. Furthermore, correlation includes a workable program for funding anticipated and planned roadway improvements.

B. EXISTING CONDITIONS

1. Roadway Network and Classification

San Anselmo's roadway network is comprised of arterial, collector, and local residential streets. There are no freeways or expressways within the Town limits. However, due to the Town's location in the upper Ross Valley, the major arterial streets serve as thoroughfares for regional traffic moving to and from Fairfax, Sleepy Hollow, and central and west Marin. The traffic on the Town's arterials is not only weekday traffic, but includes weekend recreation traffic to state and national parks located in central and west Marin.

The major arterial streets in San Anselmo include:

- Sir Francis Drake Boulevard--a four-lane arterial street which traverses the community between the Towns of Fairfax and Ross.
- Center Boulevard--a two-lane arterial street which passes between Fairfax and the Hub.
- Red Hill Avenue--a four-lane arterial street which connects the Hub with the City of San Rafael.

San Anselmo has added an additional east- and westbound lane on Sir Francis Drake Boulevard, thereby eliminating one of the factors which contributed to congestion on the roadway. While the beneficial effects of the improvements on roadway level of service and impacts on nearby residential streets has not been documented through formal traffic studies, the number of complaints related to excessive traffic from people on residential streets has decreased substantially. Prior to the installation of the additional lanes on Sir Francis Drake, the roadway was found to be operating at level of service 'F' during the peak am and pm hours.

Peak-period traffic on Center Boulevard was found to result in significant congestion at the all-way STOP intersections at Forest/San Anselmo Avenue, Redwood/Saunders, and at Madrone/Grove. The am peak period congestion was quite severe and exceeded roadway capacity design. The result was a calculated Level of Service 'F' during the am peak period. Eastbound am congestion resulted in traffic seeking alternative routes through adjacent residential areas to points east which were less congested. No improvements have been made to Center Boulevard since the DKS study. However, improvements on Sir Francis Drake may have shifted some trips away from Center. No studies have been undertaken to verify this assumption.

It is clear from the foregoing that local and regional traffic impacts on many of San Anselmo's local residential streets is a result of the inability of some of the major arterials in the Town to adequately accommodate this traffic during the peak periods. The traffic problem is not only a local problem, but one which must be shared by other communities in the upper Ross Valley and the unincorporated communities in Sleepy Hollow, and west and central Marin.

b. Local Streets

The traffic counts taken on local residential streets by John Roberto Associates in August 1986 did not result in any significant adverse findings. Traffic counts were taken during the pm peak hour on weekdays. The Goodrich Traffic Group calculated the vehicle/capacity ratio and corresponding Level of Service for the ten worst intersections. The calculated Level of Service for all ten intersections during the pm peak hour was 'A'. However, individual movements within any leg of these intersections may experience a worse than average Level of Service. The intersections analyzed were San Rafael/San Anselmo Avenues, Tamalpais/San Anselmo, San Anselmo/Tunstead, Pine/San Anselmo, San Anselmo/Woodland, Wood-

- Butterfield Road--a two-lane arterial which connects the unincorporated community of Sleepy Hollow with Sir Francis Drake Boulevard.

Residential collector streets include San Francisco Boulevard, Broadmoor Avenue, Forbes Avenue, San Anselmo Avenue, Ross Avenue, Bolinas Avenue, Greenfield Avenue, Sequoia Drive, Hillsdale Drive, Barber Avenue, and Saunders Avenue.

All other streets and roads in the community are classified as local residential streets.

No new major roadways are planned or envisioned in the Town's foreseeable future.

2. Operational Characteristics

The following is a summary of the findings of the Corridor Study prepared by DKS Associates and the findings of the traffic data collected by John Roberto Associates.

a. Arterial Roads

The studies conducted by DKS Associates in 1985 found that daily traffic volumes along Sir Francis Drake Boulevard ranged between 18,800 trips at the west end of Town to 34,300 trips near Madrone Avenue. Eastbound traffic was found to peak sharply between 7:00 am and 9:00 am, and eastbound traffic remained relatively high until after 3:00 pm. Westbound traffic was found to have a broad peak period which started around 3:00 pm and extended beyond 6:00 pm.

Daily traffic volumes along Center Boulevard ranged between 11,900 trips to 12,500 trips. Eastbound traffic was found to have a strong peak between 7:30 and 9:00 am, and then diminishes throughout the remainder of the day. The westbound peak occurs between 5:00 and 7:00 pm, but is less dramatic than the am peak.

At the time the traffic counts were taken, Sir Francis Drake Boulevard was a two-lane road between Butterfield Road and San Francisco Boulevard. The one eastbound lane on Sir Francis Drake at the intersection with Butterfield Road was not capable of handling the peak-period demand. As a result, cars backed up on Butterfield Road because they could not adequately access Sir Francis Drake due to the cars already occupying the eastbound lane from Fairfax. The result was that many drivers sought alternative routes to access Sir Francis Drake by passing through local residential streets in the area, placing unacceptable levels of vehicle traffic on the residential streets.

side/Butterfield, Carlson/Butterfield, Rutherford-Meadowcroft/Butterfield, Butterfield/Suffield, and San Anselmo/Scenic.

Operational characteristics of roadways involve more than the number of lanes and volume traffic counts. Many of San Anselmo's residential collector streets and local residential streets were improved years ago when many homes in the hills were designed for seasonal use only and not envisioned for full-time occupancy. As a result, many of the residential roads are narrow, circuitous, and improperly sloped and drained and have associated traffic circulation and safety problems due to the level of local traffic they carry today. These operational characteristics have not been quantified, but are of common knowledge in the Town.

3. Adequacy of Existing Roadway Systems and Needed Improvements

Based on the finding of the DKS Corridor Study, Sir Francis Drake Boulevard, Center Boulevard, and Butterfield Road are not adequately designed to handle current levels of peak-hour traffic. Furthermore, future projected growth within and outside San Anselmo will add to the existing problem. The calculations of future urban growth contained in the DKS study found that San Anselmo will only contribute 12-17 percent of the new growth.

Current projections of future dwelling units which will add traffic to San Anselmo's arterial streets are as follows:

<u>Location</u>	<u>Number of Dwelling Units</u>
Marin County	500
Fairfax	470-920
San Anselmo	<u>200</u>
	1,170-1,620

Additionally, the conversion of marginal residential and commercial land in San Anselmo to more intensive types of use could increase the number of trips on the Town's arterial streets. Land use policies adopted relative to reuse of marginal sites and surplus public lands will have an effect on future traffic projections and needed roadway improvements.

The citizens of San Anselmo have been clear in the past that they do not want to provide new or highly improved roads which may, by adding capacity, stimulate growth in other communities or the county, thereby increasing the number of auto-

mobile trips passing through the Town. The consensus has been that more automobile trips will only reduce the quality of residential life in San Anselmo.

Accordingly, the only means of correlating the Land Use and Circulation Elements of the General Plan is to provide for the types of improvements in the roadway system which will accommodate existing and planned future development. These types of improvements include such things as intersection widening, installation of traffic signals, improvements to traffic signal operations, sight distance improvements, provisions of onstreet parking bays, and possibly some roadway realignment and traffic rechannelization via restriping and minor lane additions.

These types of improvements apply to all streets in San Anselmo, not just the arterial streets. Furthermore, San Anselmo will look to regional awareness of the Town's traffic circulation problems, and regional participation in terms of land use development policy and funding support for needed improvements.

4. Parking Adequacy

San Anselmo is a community which was laid out and subdivided prior to the post-World-War-II period. At that time, families were fortunate if they had one car, and there was no need or foreseeable need for two-car garages or abundant parking requirements for commercial businesses. As a result, many, if not most of, San Anselmo's homes, residential streets, and older business districts do not have adequate space to accommodate the increasing number of automobiles owned and used by people today.

The Town's current policies are to encourage the use of transit to reduce dependence on the automobile, and to limit roadway expansion to discourage use of the automobile. Unfortunately, these policies have not had a significant impact on the desires of people to own and operate automobiles.

5. Bicycle and Pedestrian Systems

The San Anselmo General Plan encourages the improvement of bicycle and pedestrian systems which will reduce the reliance on the automobile for local trips. The Town will continue its efforts to identify the areas which should be linked by bicycle and pedestrian paths, and will pursue opportunities such as grants and conditions of development approval to achieve a viable bicycle and pedestrian transportation system.

C. CIRCULATION GOALS

San Anselmo's Circulation Element is based on a desire to preserve the natural and small-town character of the community. Accordingly, the Town's circulation network will be designed to accommodate existing and anticipated traffic, but traffic will not be allowed to dominate or dictate to quality of life in the community. It is the goal of the Town to maintain the residential quality of all local streets in the community.

The circulation network will be designed to offer strong transit, pedestrian, and bikeway alternatives to the automobiles. The roadway system will be designed to funnel visitor traffic through the Town, and its central commercial area, as much as possible without requiring visitor traffic to resort to use of local streets for this passage.

The primary goals of the Circulation Element are:

1. To promote a transportation network which offers strong transit, pedestrian, and bikeway alternatives to the automobile.
2. To design a roadway network which will maintain and enhance the quality of life on local residential streets in the community.
3. To make minimum improvements to the Town's arterial roadways in order to facilitate the flow of regional traffic through the Town, and thereby protect the quality of life on residential streets.
4. To support the creation of a subregional planning advisory board to review and comment on development impacting the Ross Valley Corridor, and any proposed improvements to roadways in the corridor. Traffic from west and central Marin will be taken into consideration.

D. ISSUES, OBJECTIVES, AND POLICIES

The following is a list of circulation and transportation issues facing San Anselmo and the Town's objectives and policies related to these issues. The issues have not been prioritized in this document.

ISSUE: Character of Streets

Objective 1:

To maintain and enhance the residential quality and character of all streets in San Anselmo, with the exception of Red Hill Avenue and portions of Sir Francis Drake Boulevard, Greenfield Avenue, and San Anselmo Avenue.

Policies:

- 1.1 To protect the quality of life on residential streets by not allowing these streets to become traffic dominated.
- 1.2 To limit the intensity of developments which may have the potential to make a residential street traffic dominated.
- 1.3 To promote traffic safety by channelizing through traffic away from residential streets.

ISSUE: Traffic Circulation--Level of Service

Objective 2:

To separate local through and visitor traffic to the maximum extent possible.

Policies:

- 2.1 Sir Francis Drake, Center, and Red Hill will continue to be the primary traffic carriers for visitor and through traffic.
- 2.2 San Anselmo Avenue may be designed to provide for visitor traffic, but not through traffic.

Objective 3:

To maintain all arterial and collector roadway intersections within the Town at a level of service 'D' or better during peak am and pm hours.

Policies:

- 3.1 The level of service will be maintained primarily by regulating the intensity of development throughout the community.
- 3.2 All new major developments or subdivisions will be required to submit information to the Town as to their effect on the level of service at impacted intersections.
- 3.3 The Town will not allow the level of service to drop below 'D' unless it is judged to be in the public interest and consistent with other objectives and policies contained in the General Plan.
- 3.4 The Town will not approve major roadway improvements, such as additional travel lanes, to local, collector, or arterial streets. Improvements to intersections, such as signalization and channeling of traffic, are not considered major roadway improvements.

ISSUE: Preservation of Rural Character of Streets

Objective 4:

To discourage through traffic on residential streets and preserve their quiet rural charm.

Policies:

- 4.1 To direct through traffic away from residential areas of the Town by using such techniques as landscaping and traffic islands, and possibly limited street closures and one-way traffic controls if such limitations do not pose a problem to public safety.
- 4.2 The roadway network for new developments or subdivisions should only show, if possible, street connections to identified residential connector streets or arterials.
- 4.3 The traffic generated and distributed by all new projects must be within the traffic limits implied by San Anselmo's street classification system.
- 4.4 All roadway improvements must be designed to preserve and enhance the rural character of San Anselmo streets.

ISSUE: Alternative Modes of Transportation

Objective 5:

San Anselmo will continue to improve and expand its bikeway system.

Policies:

- 5.1 To maximize the use of local streets for regional bicycle traffic.
- 5.2 To ensure that all development is consistent with San Anselmo's bikeway objectives, and Objective 5 of the Open Space Element.

Objective 6:

San Anselmo will continue to maintain and expand its pedestrian way system.

Policies:

- 6.1 San Anselmo's pedestrian way system is intended to link residential areas with local community destination points (i.e., parks, schools, town hall, and commercial areas).
- 6.2 Sidewalks and walkways will be considered in new residential projects but may not be mandatory.

Objective 7:

To maintain and improve local and regional bus service.

Policies:

- 7.1 San Anselmo will continue to support efforts to maintain regional intercity and town bus service provided by the Golden Gate Bridge District.
- 7.2 The Town will continue to support all efforts to improve local bus service within Marin County.

ISSUE: Existing and Future Traffic Congestion

Objective 8:

To improve upon existing traffic circulation in the central commercial area, and along Center and Sir Francis Drake Boulevard. (Also see Land Use Element Policies 5.1 and 5.2.)

Policies:

- 8.1 To improve traffic circulation along Sir Francis Drake Boulevard by authorizing limited improvements such as bus turnout lanes at transit stops, improvements at existing intersections, additional traffic signals, and improvement in the operation of the existing traffic signals where appropriate.
- 8.2 The Town may consider limited intersection improvements and the provision of turn lanes at intersections along Center Boulevard to improve traffic circulation.
- 8.3 The Town may consider the provision of automobile signs in the commercial core to direct visitor traffic into the Town's central commercial area.
- 8.4 An additional left-turn lane may be provided on arterials, collectors, and some local streets at Sir Francis Drake Boulevard to reduce existing delays and traffic queues.

Objective 9:

To improve existing and future traffic circulation, safety, and parking in the central commercial area and along Greenfield Avenue. (Also see Land Use Element Policies 5.1 and 5.2.)

Policies:

- 9.1 To undertake a study of traffic circulation and parking in these two commercial areas, and to adopt a long-term improvement plan for the areas.

ISSUE: Road Access to Hillside and Ridge Properties

Objective 10:

To allow limited improvements to the existing narrow and circuitous roadways which provide access to ridge and hillside properties while maintaining their existing rural character. (Also see Land Use Element Policies 10.1-10.5.)

Policies:

- 10.1 The only improvements the Town will allow on existing roads which serve ridge and hillside properties are those necessary to improve safety and drainage. The types of improvements which will be allowed include: resurfacing of existing paved areas, cross slope correction, small automobile turnouts, isolated widening, straightening of roads to correct safety hazards, placement of mirrors at blind curves, improved roadway drainage, and repair of existing slides along the roadway, or improvements similar in nature to those described herein.
- 10.2 The Town will not allow widespread widening of existing roads which serve hillside, ridge, and open space parcels.
- 10.3 Roadway extensions required to serve ridge and hillside properties shall be similar in character to the existing road which is being extended.
- 10.4 Prior to acting on any application for development or land division on any hillside and ridge parcel, which is served by an existing roadway, the Town will prepare, and the applicant will pay for, a study of the existing road conditions. The study will include recommendations for improvements which are consistent with policies 10.1 through 10.3.
- 10.5 Landowners who wish to improve or subdivide their property may be required to submit fees or make improvements recommended in the roadway studies. The Town will adopt criteria for funding said improvements desired on each roadway serving hillside and ridge properties.
- 10.6 Future development on hillside and ridge parcels will be required to provide guest parking onsite if the existing public or private roadway serving the property is too narrow to accommodate onstreet parking.

Objective 11:

To limit the type, size, weight, and number of construction equipment and vehicles used to improve or maintain hillside and ridge properties.

Policies:

- 11.1 The Town will require the submission and approval of a method of construction plan prior to the issuance of any grading or building permits for any improvements on hillside and ridge properties.

- 11.2 The Construction Plan required by policy 11.1 shall set forth the types, size, weight, and number of pieces of construction equipment and vehicles a property owner or contractor intends to use in improving a hillside or ridge parcel. The Plan must also specify the route to be used to deliver equipment to the site, number of workers, and parking provisions for workers' vehicles, how and where equipment vehicles will be stored onsite, and the anticipated length of time needed to complete improvements.
- 11.3 The Town shall have the right to modify a submitted construction plan to ensure compliance with other policies contained in the General Plan.

ISSUE: Parking

Objective 12:

To review and update the Town's parking ordinance to reflect current trends in automobile size and use.

Policies:

- 12.1 The Town may consider alternatives to requiring each business to provide its required parking onsite within some commercial areas. However, each site will be required to provide the parking stipulated in the Zoning Code at some location in the area. The implementation of this concept will require the cooperation of all property owners and business people in the area.
- 12.2 To identify the specific locations of parking space need areas and increase the number of parking spaces available for automobiles at transit stops.
- 12.3 To develop additional offstreet parking spaces on residential roads to accommodate onstreet parking without disrupting the travel lane.
- 12.4 To develop a program to provide parking bays.

Objective 13:

To screen offstreet parking from public view.

Policies:

- 13.1 All parking lots will be required to be landscaped and set back from the right-of-way.
- 13.2 Trees should be used in parking lots to provide shade and break up the visual size of the lot.
- 13.3 Efforts should be made to minimize the size of parking areas. For example, two parking areas separated by landscaping and connected by a driveway are preferred to one larger lot.

ISSUE: Roadway Extensions to Adjoining Communities

Objective 14:

To strongly oppose the extension of any road from the Sleepy Hollow area to San Rafael or other communities in unincorporated Marin County

Policies:

- 14.1 The Town will prohibit the extension of any road north of Sir Francis Drake Boulevard or Red Hill Road into the City of San Rafael. The Town will oppose the extension of any through road north of Sir Francis Drake Boulevard or Red Hill Road to the City of San Rafael if said road is outside the Town's jurisdiction.

ISSUE: Relationship of Development Intensity to Roadway Capacity

Objective 15:

To ensure that roadway improvements needed to serve new commercial and residential developments conform to the Town's street classification system and roadway improvement policies.

Policies:

- 15.1 To limit the intensity of a proposed commercial development and the density of a proposed residential development if the traffic generated by such development exceeds the capacity of the street, and the roadway improvements needed to accommodate the new traffic are not consistent with the Town's roadway improvement policies.
- 15.2 To limit the intensity or density of commercial and residential development if traffic generated by such development causes an existing street classified as local residential to function as a collector or arterial street. (Refer to the Roadway Network and Classification section of the Circulation Element.)

E. IMPLEMENTATION

The following measures will be taken by the Town to implement the concept, objectives, and policies of the circulation element. All implementation measures should not be undertaken at the same time, but should be completed by the year 2000.

1. Zoning Ordinance Rewrite

The parking requirements section of the zoning ordinance shall be reviewed and revised to implement the concept, objectives, and policies of the circulation ele-

ment. The parking standards should be revised to accommodate planned land use and today's smaller sized automobiles.

2. Commercial Area Parking Study

The Town in conjunction with representatives of the local business community should establish a committee to study the parking problems in the commercial areas, and recommend a solution including funding that is agreeable to all parties involved. Special attention should be given to the concept of creating additional shared parking among all businesses. The study should focus on both the Central Business District and the Greenfield commercial areas.

3. Funding of Roadway, Bikeway, and Pedestrian Improvements

All new developments which require roadway modifications or improvements will be required to install and finance the entire cost of all these improvements.

Long-term improvements expected along Sir Francis Drake Boulevard, Center Boulevard, Butterfield Road, Red Hill Road, and local residential streets may be financed by gas tax funds, transportation grants, and other public monies. However, should the available funding not be adequate to install the necessary improvements, the Town may establish a traffic mitigation fee plan which estimates the cost of all improvements desired and charges each new development or improvement a fee based upon the number of trips it generates to the area during the peak hour. These fees will be used to help finance and pay the debt on improvements. The Town will and must seek the cooperation of the Town of Fairfax and the County of Marin in charging similar fees to finance improvements needed along Sir Francis Drake Boulevard, Center Boulevard, Butterfield Road, and Red Hill Road.

4. Development Review Process

The Town will establish a development review process which requires all new development proposals of a medium or large scale to submit a traffic study with their applications which discusses the impact of the proposed development on the street system, and its conformance with the circulation objectives and policies of the plan. The cost of the study will be borne by the applicant, but will be conducted by a traffic consultant retained by the Town, or as part of an EIR prepared on the proposed project.

OPEN SPACE ELEMENT

A. INTRODUCTION

San Anselmo is a unique community, situated among the trees and hills of the beautiful Ross Valley. The community owes its special atmosphere in large part to the undeveloped ridge tops and hillsides within the town borders. These open spaces form natural borders that give the town and its neighbors an identity unmatched by most Bay Area communities. However, much of the undeveloped land in San Anselmo is private property whose owners have the right to develop and the Town can expect them to do so. Unless such property is acquired and/or dedicated for permanent preservation, as publicly held open space, it must be assumed that private development will occur.

The Town recognizes that these privately owned lands are likely to be developed. Accordingly, the Open Space Element formulates a strategy which is designed to preserve priority open space lands in the Town, and in its adjacent 'sphere of influence'. The attainment of the open space objectives requires the cooperation of property owners, residents, community leaders, citizens, and elected officials of the incorporated and unincorporated communities adjacent to San Anselmo. Preservation of open space lands needs to be accomplished by balancing both the interests of the Town and the rights of property owners.

B. CURRENT STATUS OF OPEN SPACE

San Anselmo is situated in a valley with a corridor developed along its center. The hills surrounding the Town create a distinct greenbelt around San Anselmo that separates the Town from other adjacent communities.

In the south to west, Mt. Baldy and the ridgelands sloping to the north provide a beautiful natural backdrop to San Anselmo as well as neighboring communities.

In the north and to the east, beyond the existing developed areas, open ridgelines and grassy, tree-studded slopes give residents the benefits of a rural, more open environment, as existed in San Anselmo around the turn of the century.

One mutual goal of the Marin Countywide Plan and the San Anselmo General Plan is to preserve town identity by the preservation of greenbelts between communi-

ties. These buffer zones provide view corridors, recreation needs, and natural habitat for wildlife and are very important quality-of-life elements.

Today, the pressure of an inflated real estate market has resulted in the loss of many of these valuable open space lands. Land for homes in Marin County and San Anselmo is becoming increasingly scarce. There is intense pressure to develop the last remaining lands in the Town, including the ridges and hillsides.

Most available land in San Anselmo has already been developed. The undeveloped parcels remaining are located on hillsides and ridgetops and tend to be more difficult to build on due to remote access or geologic instability.

There is a great misconception concerning these undeveloped lands. Many residents assume that these lands are public open space and will remain that way forever. In fact, very little of San Anselmo's "open" land is preserved as public open space. Unless these lands are specifically protected--through purchase, by gift to the public, or some form of easement--each of the parcels has the potential of being developed. All of the parcels addressed in this element belong to private individuals and/or institutions.

As an example, one of the most prominent natural features of San Anselmo, the top of Mount Baldy, is privately owned. Historically, this property has been used by the public as an outdoor recreation area. Most people erroneously believe it to be publicly owned, or part of the Marin Municipal Water District, thus protecting it forever from development.

C. OPEN SPACE GOALS

San Anselmo's open space plan is intended to:

1. Create "open space greenbelts" which serve as separation buffers between the Town and adjacent communities;
2. Protect ridgelines, including the ridge zone, and preservation of the natural features of hillside lands; and
3. Protect highly visible hillside slopes and ridges from development, and maintain the visual presence of woodlands, riparian areas, and stream courses which are found on, or traverse, identified open space lands.
4. Provide recreational areas for Town residents.

The open space plan calls for a system of trails which will link open space lands with one another and with the residential areas they abut. Through integrating open space planning with all other physical development, San Anselmo can help assure that the integrity of its hillside, ridge, and stream environs will not be fragmented and their essence diluted and compromised into an anonymous "suburbia" that will satisfy no one.

D. OPEN SPACE CLASSIFICATION SYSTEM

The following definitions are included in the General Plan to make a clear distinction between parks and open space (both public and private).

1. Parks

Parks are public lands developed or planned for development which may include public facilities for active and/or passive recreation for residents and groups engaging in programmed recreation activities.

2. Public Open Space

Land owned by a governmental agency which has public access for nature study, hiking, etc. Such lands are to be left in their natural state, with no improvements more extensive than trails and fire breaks.

3. Private Open Space

Lands which remain in private or institutional (tax exempt) ownership and upon which the public may or may not have the privilege of entering. Such lands are open space by virtue of restrictions on the owner's right to develop, which may occur through:

- a. Zoning based on public safety considerations (e.g., geologic hazard, flooding, etc.).
- b. A relinquishment of development rights in one location for additional development rights in another location.
- c. Agreements by private owners to retain their land in agricultural use or as scenic open space for tax considerations.
- d. The preservation of lands for open space as a condition of approval of a subdivision or planned unit development or by other legal devices.

E. ISSUES, OBJECTIVES, AND POLICIES

The following is a list of open space issues facing San Anselmo, and the Town's objectives and policies relative to these issues. The issues have not been prioritized in this element.

ISSUE: Protection and Maintenance of Open Space Lands

Objective 1:

To protect from development those open space parcels which contribute directly to the Town's identity, its sense of separate place in relation to other communities, and the quality of life in the community. The properties which meet this criteria are listed in Appendix A.

Policies:

- 1.1 The Town will determine the relative importance of the properties listed in Appendix A in terms of their open space value.
- 1.2 The Town, in conjunction with one or more of the following agencies: the County of Marin, Fairfax, Ross, San Rafael, and the Marin County Open Space District, will establish a program for acquisition and preservation of priority open space properties.
- 1.3 The Town may sponsor community and areawide meetings, exhibits, and events to raise community awareness with regard to open space needs in San Anselmo and the surrounding area.
- 1.4 Any landowner or developer who intends to submit a land division or other development proposal for all or a portion of property listed in Appendix A will be required to meet with the San Anselmo Open Space Committee prior to submitting any development application.

The Committee must meet with the applicant within thirty (30) days of notification to discuss the Town's open space objectives and options for development. The applicant will be required to submit a written report of the findings of this meeting with the development application.
- 1.5 The Town's hillside and ridge protection policies and development densities will be used to protect the open space values of the properties listed in Appendix A if efforts to purchase open space have failed. Such efforts will include the establishment of lands designated as private open space.
- 1.6 To examine current management/maintenance arrangements and needs for existing open space lands and explore alternatives for meeting management goals.

ISSUE: Protection of Ridges

Objective 2:

To prohibit development on the ridgeline and within the ridge zone of the ridges identified on the Open Space and Conservation Map. (Also see Land Use Element Policies 7.1-7.6 and 9.1-9.8.)

Policies:

- 2.1 The Bald Hill ridgeline shall extend from elevation 800 feet in the Town of Ross on the south, to elevation 400 feet near the San Anselmo/Fairfax Boundary on the north.
- 2.2 The Red Hill ridgeline shall extend roughly from east to west above the 300-foot elevation.
- 2.3 The Sunny Hills ridgeline extends from Memorial Park on the west to the San Anselmo boundary on the east.
- 2.4 The Indian Rock system of ridgelines lies above elevation 300 feet, north of Sorich Park.
- 2.5 The Camino de Herrera ridgeline extends from elevation 400 feet at the end of Camino de Herrera northward to the upper end of Woodside Drive at elevation 500.
- 2.6 The perimeter ridgeline extends from elevation 400 feet near the Fairfax/San Anselmo boundary northward along upper Oak Springs Drive to the northwest apex of the San Anselmo boundary, then northward, eastward, and southward around Sleepy Hollow to an end at elevation 500 feet in San Rafael east of the northeast boundary of Sorich Park.
- 2.7 The ridge zone shall extend 150 horizontal feet in both directions from the lowest elevation of the ridgeline, or fifty (50) feet vertically, whichever is more restrictive.
- 2.8 Construction within the ridge zone shall be permitted only when the applicant has demonstrated to the satisfaction of the Town Engineer and Planning Commission that construction outside of the ridge zone would be detrimental with respect to soil and geologic conditions, vegetation removal, drainage, and such other factors as are determined to be pertinent.

ISSUE: Private Open Space

Objective 3:

To require the preservation of open space on properties to be developed by requiring open space easement for properties listed in Appendix A.

Policies:

- 3.1 Development proposals for properties identified as open space lands in Appendix A must include private open space easements

covering those portions of the site which are identified as having unique site features and aesthetic qualities.

ISSUE: Access to Open Space Lands

Objective 4:

To provide and maintain a system of trails which will provide nonintrusive access from residential areas to open space and park lands.

Policies:

- 4.1 Trail access to open space lands is to be limited to pedestrian, nonmotorized vehicles, and equestrian traffic.
- 4.2 Trailheads shall be designed to prohibit access by offroad vehicles and motorcycles.
- 4.3 Trails shall be designed to blend into the surrounding landscape in such a way as to minimize environmental impact.
- 4.4 Subdivision and development proposals for properties adjacent to or abutting existing or planned public open space shall include provisions for providing public access over a trail system. Trails should be provided separate from roadways and sidewalks.
- 4.5 The landowner or developer required to provide trails under Policy 4.4 shall pay the cost of improving the trail system on the development site.
- 4.6 All public open space access easements shall be offered for dedication to the Town, the Marin County Open Space District, or other appropriate public agency.
- 4.7 The Town will require, as part of a subdivision or development proposal, the installation of a trail system on the subject property as shown on the adopted Open Space and Conservation Map.
- 4.8 Access to fire roads will be provided to bicycles under conditions similar to those imposed by Marin Municipal Water District.

ISSUE: Provision and Maintenance of Bikeways

Objective 5:

To provide a system of bikeways which can be used by people in their everyday business.

Policies:

- 5.1 To provide a system of bikeway routes which can be used for travel from residential areas to schools, shopping, and recreation areas.
- 5.2 Bicycle paths should provide access to open space areas.

- 5.3 Bike storage racks and sheds should be provided at major trail heads and at other community assembly areas.

F. IMPLEMENTATION

There are many options available to implement the objectives of the Open Space Element. These options are summarized below.

1. The Marin County Open Space District (MCOSD)

The Marin County Open Space District, established in 1972 is a tax-supported agency. The District has been instrumental in obtaining large tracts of land throughout the County for open space. Through the District, properties bordering San Anselmo and other areas adjacent to Sorich Ranch have been purchased and preserved as open space.

Cooperation between the MCOSD and other communities resulted in the purchase of the "Sun Valley Open Space" area. This area borders San Anselmo and was acquired with major funding from MCOSD. This successful project was achieved through the joint efforts of San Rafael, San Anselmo, and MCOSD and through a local assessment district.

County participation through MCOSD is limited by financial constraints and certain policy restrictions. Funds for purchase are limited and priorities are determined by a number of factors, including the extent of local commitment to public open space. The District can participate in financing the purchase of land along with other private or public entities. The District is legally allowed to fund only up to its own appraised value of property.

2. Local Assessment Districts

The purpose of assessment districts is to have the people most affected or benefited pay for those benefits. In the case of an open space assessment district, those property owners benefiting from the open space would pay some of the acquisition costs. Assessment districts are often viewed as the "grass roots" way of raising money toward the purchase of open space lands.

An assessment district can be of any size and legally its boundaries must be continuous. For example, owners of property within a district's boundaries are polled and asked to commit to the purchase of specific parcels for public open space. If the owners of 60% of the land areas within the assessment district sign a petition

indicating they wish to be assessed for a particular purchase, the Town Council can establish the assessment district. A lien is placed on each owner's property, committing the owner to pay a specified amount each year over a period of 20 to 30 years. However, assessments can be less than 20 years if desired. The MCOSD can also establish assessment districts, and an assessment district can include property in Town/City and County jurisdictions (with approval of both).

The principal advantage of assessment districts is that payment for the acquisition can be "spread out" over 20 to 30 years.

The major disadvantages are that financing, legal, and administrative costs tend to run higher than some alternative financing measures, and the establishment of the District boundaries can become difficult and arbitrary.

3. General Obligation Bonds

California municipalities can issue General Obligation Bonds to finance the acquisition of real property. These bonds are secured by the full faith and credit of the issuing government entity that has the authority to use property taxes to service the debt. The security on General Obligation Bonds is of the highest quality. Therefore, the interest rates on these bonds is generally the lowest of any public security.

Local property taxes can now be set above the 1% limitation of Proposition 13 to support General Obligation Bonds if the proposed issue is approved by two-thirds of those voting in a local election.

The principal advantage of General Obligation Bonds is the favorable interest rate to be paid and the 20-30 year term of payment.

The disadvantages are the cost of holding the election, the difficulty of attaining the two-thirds vote, and the cost of debt service is still substantial.

4. Mello-Roos Bonds (Community Facilities Districts)

Mello-Roos Community Facilities District Bonds (CFD) are a relatively new method of providing long-term tax-exempt financing. The CFD is created and adopts a plan to accomplish the financing objectives of the District. Payment for an open space purchase under this plan comes from assessments placed upon properties within the District. Assessments can be levied with considerable flexibility, such as an ad valorem tax (based upon the value of the taxpayer's property), a flat-

rate tax, or any option that is a benefit to the District. A 51% vote is needed to approve the District. If successful, the District issues debentures that are retired over a 20-30 year period.

The advantages of a CFD are the need for only a 51% approval vote and the ability of the District to include areas outside the Town limits. It would be possible, therefore, to include areas outside and adjacent to San Anselmo that are within the Town's "sphere of influence."

The main disadvantage of a CFD is that interest rates would be higher, thereby making debt service more costly.

5. Grants

There are various entities that give grants for the preservation of open space. The Marin Community Foundation and other charitable organizations have recognized the environment as a funding category for endowment.

6. Planning Options

a. Preservation through Dedication

Developers can be required to deed land for open space as part of their development agreements in San Anselmo.

In the past, the Town has sought the dedication of private open space in development agreements. While access to these private open space lands may be restricted, the preservation of private open space land in its natural state is valuable.

b. Public Access Easements across Private Lands

An excellent method of preserving open space lands is to gain public access over private properties. This is especially important when public lands lie beyond private properties. The easement affords a way for the public to have access to these lands.

c. Conservation Easement

In conservation easements, development rights are acquired by the public for all or part of a property while ownership is retained by the property holder. A good example of this is in West Marin, where the Marin Agricultural Land Trust is acquiring conservation easements to allow agriculture to continue.

**d. Density Transfer**

In some cases, mutual benefit can occur by transferring development rights from targeted open space parcels to other parcels. This has the effect of preserving open space while allowing for development elsewhere.

7. Miscellaneous Options**a. Open Space Endowment Fund**

Create a permanent endowment fund for the purpose of acquiring and preserving open space in San Anselmo. This gives citizens a convenient way of deciding the future of San Anselmo.

b. Fundraising Events

Raise funds as well as raise community awareness with a 10-kilometer Ridge Run, family walks, slide shows, bird walks, and wildflower walks.

8. Prioritize Open Space Parcels

The Town will review the comprehensive list of open space parcels contained in Appendix A of the General Plan, and will evolve a prioritized list of parcels to hopefully acquire if funding can be found or generated through private interest groups or initiative efforts.

The disadvantage of public ownership of open space is that associated with maintenance and liability exposure. These two factors can add substantially to the cost of ownership of these properties, and should be considered when any purchase of open space land is contemplated.